DOCUMENT RESUME

ED 308 300 CE 052 668

AUTHOR	Sutter, Hannelore
TITLE	Training of Older Workers in the Federal Republic of Germany. Training Discussion Paper No. 24.
INSTITUTION	International Labour Office, Geneva (Switzerland).
REPORT NO	ISBN-92-2-106939-7
PUB DATE	May 89
NOTE	24p.; Edited by the Training Policies Branch.
AVAILABLE FROM	ILO Publications, International Labour Office, CH-1211, Geneva 22, Switzerland.
PUB TYPE	Information Analyses (070)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Adult Education; Demography; *Employment; Foreign Countries; *Job Training; Labor Force Nonparticipants; Labor Market; *Older Adults; Preretirement Education; Retirement; Retirement Benefits; Retraining; *Unemployment
IDENTIFIERS	*Older Workers; *West Germany

ABSTRACT

Following tremendous growth in the population of West Germany until the early 1970s, the population stabilized with a slower birth rate but higher foreign immigration. The population is becoming increasingly older. About 28 percent of the German population is aged 55 or older; by the year 2030, this figure will be about 44 percent. In 1985, the employment rate among men in the age 55-60 group was 97 percent; in the 60-65 age group, it was only 11 percent. The trend to less employment for older adults has been continuing and accelerating for many years. Since 1984, several acts and agreements have facilitated the transition from employment to retirement. There are no training policies by the government, employers, associations, or other organizations dealing with the further training of older workers. Those statements that do exist usually relate to workers of all ages or to retirement activities. Older workers usually feel that training programs are not worthwhile at their age. In the field of further education for the time after retirement or at retirement there are many offers at all levels and on all subjects in which older people may be interested. Among them is a university program for preparing people for postemployment voluntary activities for elderly persons. Some seniors also are employed in developing countries through a government program. Only one training program is targeted at unemployed managers over 50 to train them to manage small companies; companies that hire them receive wage subsidies. (39 references) (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED308300

TRAINING discussion PAPERS

edited by the Training Policies Branch of ILO Geneva

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

- This document has been reproduced as received from the person or organization originating it.
- Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

TMCS Elsmark

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Discussion Paper No. 24

TRAINING OF OLDER WORKERS IN THE FEDERAL REPUBLIC OF GERMANY

by Hannelore Sutter

CE052668

LIMITED DISTRIBUTION

May 1989

Discussion papers are preliminary material circulated to stimulate discussion and critical comment. The views expressed both by editorial staff and contributors do not necessarily reflect those of the ILO.

Copyright © International Labour Organisation 1989

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorisation, on condition that the source is indicated. For rights of reproduction or translation, application should be made to the Publications Branch (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland. The International Labour Office welcomes such applications.

ISBN 92-2-106939-7

First published 1989

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers. The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them. Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. A catalogue or list of new publications will be sent free of charge from the above address.

Printed by the International Labour Office, Geneva, Switzerland

PREFACE

This report on the training situation of older people in the Federal Republic of Germany has been produced in the framework of the ILO research dealing with training and retraining needs of older workers in industrialised countries.

The author of the present paper who finished writing in May 1988 was asked to work along the following guide-lines:

- *What is the demographic and employment situation of older people in the Federal Republic of Germany?*
- *What impact have current pension schemes on the older workers?*
- *Do the government, the employers, and the unions have any training policies for older workers?*
- *Are there acts, laws, rules or regulations concerning training of older workers?*
- *Are there regular training procedures, pilot projects or experiments targeted at older people?*
- *Is any impact from the initial training to be seen?*
- *Is there any incorporation of the results obtained into the training and education policies?*
- *Which are the main institutions and organisations and who are the well-known individuals active in this field?*

The findings are based on published papers and information supplied upon request by institutions and organisations that deal with older workers.

The report refers in its first section to the demographic and employment situation of older workers. The second section deals with training policies for older worker. Section 3 refers to rules, regulations, laws or acts. In section 4 training programmes and pilot projects are described.

CONTENTS

Preface iii

Foreword v

Section 1.

Facts and figures on the demographic and employment situation 1

Section 2.

Training policies for older workers 6

Section 3.

Rules, regulations, laws or acts 8

Section 4.

Training programmes and pilot projects 10

Summary 13

List of contacts 15

Bibliography 16

FOREWORD

For many years, following a steadily growing birth rate, some industrialised countries have had only one problem with older workers: they retire too late. The best way to make room for young people in the labour market was to encourage older workers to leave. Age 65, once the minimum retirement age, quickly became the maximum. But at present, this development is causing concern rather than contentment. With fewer young workers entering the labour force the position of older workers will have to be reconsidered.

Statistics show a rapidly ageing population in many industrialised countries. This trend has its roots in rising life expectancy, low birth rates and the maturing of the post-war baby boom generation. In 1985, Germans aged 55 or more comprised about 27.4 per cent of the total population; by year 2000 the proportion will have risen to about 32 per cent, by 2025 to about 44 per cent. By the turn of the century, this age group could account for nearly 29 per cent in Sweden, 28 per cent in Japan and Italy, 26 per cent in the UK and Belgium, 22 per cent in Canada and in the US.

Despite their growing numbers, these older people hold a diminishing share of the labour force, following the current trend of being "carried out" of the labour force by various means. From 1970 to 1985, the labour force participation rate of men aged 55-60 in Germany declined from 89 to 79 per cent; the rate of the 60-65 age group from 74.7 to 33 per cent.

The ILO has recently started studying the training and retraining of older individuals in some industrialised countries. The "Older Workers Recommendation (162) 1980" (adopted on 23 June 1980 by the General Conference of the ILO reveals the early interest of the organisation on this topic. Subsequently, the ILO (financially assisted by the Federal Republic of Germany) began to review the policies for the training and retraining of older workers. The study focuses on the ability of older workers to hold their jobs, to find a job, to be mobilised into self-employment, and to make their long evening of life useful to themselves and the community.

First findings of the main exploration project suggest:

- *Old age is no handicap to learning.*
- *Older workers have a proven track record.*
- *Pre-retirement education is becoming widely available.*
- *Leisure time education is common.*
- *Senior service is only timidly used.*

– *On-the-job training for older workers may be usual but is mostly invisible.*

– *Training for the job is scarcely used.*

– *The participation rate of older people in training or education courses is very low.*

This is one of several discussion papers dealing with the training needs of older workers in industrialised countries.

1. FACTS AND FIGURES ON THE DEMOGRAPHIC AND EMPLOYMENT SITUATION

Population trends in the Federal Republic of Germany up until the early 1970s were characterised by an enormous population growth. Thereafter a falling off of the German population occurred which, until the early 1980s, was more or less compensated by a surplus of foreign immigration, which according to current forecasts, will continue to increase in the long term.

In 1980, the resident population of the Federal Republic of Germany totalled 61.7 million (47.8 per cent men and 52.2 per cent women) (Statistisches Bundesamt, 1980). Taking into account various basic assumptions on immigration surplus and birth and death rates, mathematical models for population growth forecast a total population of around 48.3 million for the year 2030 (Deutsches Institut für Wirtschaftsforschung, 1984) or 43.2 million (Statistisches Bundesamt, 1980).

This population trend is accompanied by an enormous change in the age structure of the population. A fall in the number of births and lower mortality rate mean that the country has a falling proportion of younger age groups and a constantly rising proportion of older age groups.

At the end of 1983, out of a total German population of 61.3 million (Statistisches Jahrbuch, 1985), 12.3 million (20 per cent) were over 60 years of age. Of these 36 per cent were men and 64 per cent women. If one adds to this the 55-60 age group totalling 3.5 million (5.8 per cent of the total population), then we see that the population over 55 accounts for around 25 per cent of the total.

In a more recent mathematical model produced by the Statistisches Bundesamt (Jahrbuch, 1985) on the German population, the figures in the table on next page were used as a basis.

These figures show a continual reduction in the German population[1] and a constant increase in the share of the population of over 55 years old. Up to the year 2020, this age group will continue to increase, not only proportionally but also in absolute figures. In particular, the over 60 year-old age group, which already accounts for one-fifth of the total population, will in the year 2000 constitute around one-quarter of the total population; by the year 2030, the figure will have risen to over one-third.

As is already the case, women will in the future continue to account for a larger proportion of the older population groups than men.

Nevertheless, the sex ratio will tend to change in favour of men. In 1983, in the 55

---

[1] No corresponding model calculations are available on the age structure of the non-German population. Currently, only around 1 per cent of all over 65 year olds are non-Germans. However, as the average duration of stay of non-Germans in the Federal Republic of Germany increases, this proportion will grow.

Trends in the German population up to the year 2030

Age/Year	1983	%	1990	%	2000	%
Total population	56 732.5	-	56 045.5	-	54 231.2	-
55 and older including:	15 527.2	27.4	16 099.8	28.8	17 359.4	32.0
55-60	3 426.4	6.1	3 448.2	6.2	3 397.4	6.3
60-65	3 234.3	5.7	3 311.7	5.9	4 084.7	7.5
65 and older	8 856.5	15.6	9 339.9	16.7	9 877.3	18.2
Age/Year	2010	%	2020	%	2030	%
Total population	50 498.3	-	46 046.3	-	40 978.9	-
55 and older including:	17 483.4	34.6	18 883.4	40.9	18 051.4	44.0
55-60	3 557.7	7.0	4 523.2	9.8	2 619.8	6.4
60-65	3 134.2	6.2	3 818.8	8.3	3 828.3	9.3
65 and older	10 791.5	21.4	10 491.4	22.8	11 603.3	28.3

Sources. Statistisches Jahrbuch 1985 fur die Bundesrepublik Deutschland

year-old age group, there were only 38 per cent men and 62 per cent women; however, in the year 2010 in the same age group, the breakdown will be 45 per cent men and 55 per cent women. Over the coming years this sex ratio will remain relatively constant.

In 1984, 81.4 per cent of men and 51.7 per cent of women[2] of working age (15-65 years) in the Federal Republic of Germany were in gainful employment. As anticipated, the level of employment falls after a certain age. For example, in 1985, the employment rate of men in the 55-60 age group was 97.1 per cent; this was significantly higher than that in the 60-65 age group. For women the trend is much the same. The employment rate among women between the ages of 55 and 60 was 37.8 per cent in 1985. The corresponding figure for women in the 60-65 age group was only 10.9 per cent (Institut der Deutschen Wirtschaft).

Moreover, for many years now there has been a significant decrease in employment among older men. For example, between 1970 and 1985, the employment rate among men between the ages of 55 and 60 fell from 89.1 to 79.1 per cent. The employment rate of men between the ages of 60 and 65 fell even more markedly from 74.7 to 33 per cent. The trend is less drastic among older women. The trend towards early retirement is offset by an overall increase in employment among women which means that, between 1975 and 1985, the employment rates for women between the ages of 55-60 remained relatively constant at around 38 per cent. Nevertheless, the employment rate of women between the ages of 60 and 65 has also fallen, in this case from 22.5 to 11 per cent.

Much of this seems to be related to more generous retirement provisions. The following pension facilities exist in the Federal Republic of Germany:

- Invalidity pensions.
- Retirement of women at the age of 60.
- Flexible old-age pensions at 63 years of age (for the severely disabled, or persons unfit for work or gainful employment at age 60), prerequisite: 35 years of insurance.
- "Normal" old-age pension at 65 years of age.
- Delayed pensions at 67 years of age.

Alongside these statutory pension schemes there are further statutory provisions in the form of agreements based on collective and company agreements or social planning regulations which favour earlier retirement. These include:

- The 1 May 1984 Act which facilitates the transition from employment to retirement and permits the establishment of collective and individual agreements, enabling workers to retire from gainful employment as early as 58 years of age. Under this scheme, the employee receives from his previous employer at least 65 per cent of his last gross wage. The employer receives 35 per cent of his costs from the Federal Office of Labour if he employs an unemployed person to occupy the post vacated by an elderly worker. The scheme is designed to relieve the labour market surplus and will continue until the end of 1988 since it is expected, according to demographic development trends, that from 1990 onwards there will be a reduction in the labour force. However, little use has been made of this scheme due to the fact that it offers few financial incentives. Of the 275,000 persons who

2 The registered unemployed are included in the activity rates.

were potentially capable of utilising the scheme (as of 1985), only around 38 per cent have made use of it.

- "The 59 Scheme". Under this scheme, an early retirement pension can be drawn (at 60 years of age) if the person in question has been unemployed for at least 12 months beforehand. This provision is frequently used in agreements between the company and the employee, with the loss of income suffered by the employee often being compensated by supplementary payments from the company. The use of this provision is largely dependent on the size of the company, usually one in every two large companies.

In addition to these provisions, which offer complete retirement, there are flexible models in various branches and companies (the cigarette industry, the sector covered by the collective agreements of the foodstuffs, leisure, hotel and restaurant trade union, German British Petroleum), which through flexible working hours, combined with suitable financial security provisions, provide for a sliding transition to retirement. Up until 1985, around 270 early retirement schemes had been drawn up within the framework of collective agreements.

The results of all these provisions have been that the average age when the first pension payment is drawn is currently between 57 and 58 years of age, and employment beyond 60 years of age occurs only in a minority of cases. The introduction in 1973 of the flexible retirement age put an end to the previously rigid retirement age of 65. In particular, this has had a marked effect on the employment of persons of over 60 years of age. According to the results of a representative questionnaire survey carried out in 1984, only 18 per cent of men and women between the ages of 60-64 were still in employment (Emnid 1984).

When one looks at pension increases for 1986, it can be seen that the normal old-age pension for men accounts for only 31.7 per cent of all new admissions (women 53.4 per cent). As a whole, the breakdown for new admissions is as follows (men only):

- unemployment allowance (60 and above) 18.5 per cent;
- old-age pension to the severely disabled (as from 60 years of age) 21.9 per cent;
- flexible retirement pension (as from 63 years of age) 27.6 per cent;
- normal old-age pension (as from 65 years of age) 31.7 per cent;
- delayed retirement pension (as from 65 years of age) 0.3 per cent.

Just how far this marked trend towards early retirement reflects the interests and wishes of the workers in question and continues to guarantee the principle of the individual's voluntary decision, is questionable. In view of the unemployment which has persisted for some years, early retirement makes possible the redistribution of underemployment, but at the expense of older workers who find themselves exposed to a certain degree of social pressure to vacate their job to benefit younger persons.

Admittedly, surveys of older workers show a high preference for early retirement schemes. In a sample survey carried out at the end of 1982, among 3,000 men and women of over 55 years of age, early retirement was more popular than shorter weekly or yearly hours of work. A total of 60 per cent of the men and 54 per cent of the women favoured this option (Institut für Arbeitsmarkt-und Berufsforschung, 1986). However, the preferences for early retirement varied depending on the professional status of the person questioned and his/her financial situation. In particular, health

and age, or the proximity to retirement play a major role. These preferences certainly reflect the labour market conditions and the occupational situation. Transfers within a company - to the extent that these actually exist - as a result of limitation stipulated for health reasons or lack of fitness for employment are usually linked with a loss of status. And figures from labour market statistics indicate that there is scarcely any chance of a new job for a worker older than 45 in many occupational groups.

However, from the employer's point of view as well as reduction in the length of working life is high on the list. Early retirement and flexible hours of work permit constant adaptation of the number and composition of the labour force to changing production conditions and reduced staffing requirements. Problems resulting from impaired health and performance, difficulties in adapting to new technologies, in-house transfers and declassifications are declining. The so-called "extra functional qualifications" of older employees such as company experience, the knowledge of complex in-house relationships and work procedures, high performance capabilities and commitment to the company are relevant only for a limited selection of older employees and are not of significance for older workers as a whole.

In general, it has been found that where technical change takes place the company prefers to pension-off older workers, where necessary with financial compensation, rather than transfer them in-house or even retrain them.

Nevertheless, the deciding factor in how much a company will invest in each of its workers during a process of retraining or further training, is age. This is because, in such an investment, useful life is not least among the decisive factors. Consequently, older workers usually have a less-favoured situation which is to a large extent independent of their performance capabilities. Their potential useful life for the company is short; consequently, investment in their working skills is no longer viable. From the opposite point of view, this means that in the event of technical conversion or a similar process the usable capabilities of older workers are in fact reduced and there is a threat of downgrading (Kohli/Wolf, 1987).

To summarise, it can be said that there is a general trend towards a *de facto* reduction in pensionable age as a result of various forms of early retirement pension. This trend is reinforced by the continuing high level of unemployment and various statutory schemes (length of payment of unemployment allowances for older employees, the 59 Scheme, the Act to facilitate early retirement), which favour the early retirement of older workers at the expense of the Federal Office of Labour. As a whole, one may identify two groups of early pensioners: the first is composed of older employed persons, older persons unfit for work and gainful employment, persons who have left gainful employment as a result of redundancy agreements or other measures, who are for the most part in a difficult financial and psycho-social situation. The second group includes early pensioners who as a result of generous company or branch agreements have, at their own request and with good financial security, left work or are benefiting from sliding retirement benefits (Kohli/Wolf, 1987).

2. TRAINING POLICIES FOR OLDER WORKERS

West Germany does not have any formulation of policy statements by the Government, or the parties, associations or other social organisations dealing with the further training of "older" workers. Whatever exists usually relates to employees as a whole and covers all age groups. Or it is devoted to the situation of the elderly as a whole and is aimed more at the post-employment phase of life or for preparing people for participation in social and political life.

In the German Federal Parliament Publication 10/2784 of 23 Januaryl985 on "Standards of living and future prospects for the elderly", the German Federal Government indicated that a major objective in its policy for the elderly was to support the older members of the population in achieving self-help. In this context, it also considered that further education was desirable. The provision of this type of training should be aimed at maintaining mental capabilities in old age, an understanding for social change, the awakening, maintenance and expansion of interests, and enhancement of the ability to cope with difficulties.

The reasoning of the Federal German Government here is that the reduction in the number of years spent at work will most probably also affect existing training of older persons to the extent that training, combined with socio-political responsibilities and the involvement of participants in the planning and implementation of events, could take on a new value. In this respect, the German Federal Government has promoted various model programmes which are devoted, in particular, to the problem that population groups which are far from training have for a long time scarcely taken part in any further training (see section 4).

As far as older workers are concerned, the German Federal Government gave its support to Recommendations 37 and 38 of the "Vienna International Action Plan for the Elderly" of 1982 in which it is stated, inter alia, that efforts should be made to facilitate the participation of the elderly in economic life. To this end, older employees should, inter alia, have the same access to career counselling, basic training and job placement services and facilities. Measures should also be taken to help the elderly find or return to independent activity by creating new employment opportunities and facilitating basic training or retraining. The entitlement of the older worker to employment should be evaluated on the basis of his/her performance, not age (Recommendation of the Vienna Action Plan, 1982).

In line with the Recommendations of the UN Vienna Congress, the Federal Office of Labour is also making efforts to eliminate discrimination against older workers by offering special employment and integration assistance for them (German Federal Parliament Publication 10/2784).

As part of its research programme on "Humanisation of working life", the Ger-

man Federal Government is also promoting research on the working situation of older workers taking into account the specific needs of older workers, e.g. conditions for the successful qualification of older employees (Friedrich/Maier, 1984).

However, from the labour market policy's point of view, the Government is currently favouring measures to facilitate the transition from work to retirement rather than the professional qualification of older workers. Here, of prime importance is the principle of freedom of choice, i.e. older employees should under no circumstances be forced out of employment. As far as the future development of age limits for retirement are concerned, the Federal Government is giving special attention to humanitarian and social policy objectives with it being necessary to avoid stipulations which, with changes in employment policy attitudes, limit room for manoeuvre.

The Federal Confederation of German Employers' Associations indicate that older workers are in general no less capable than their younger counterparts. The Association also states that overcoming prejudice regarding (failing) professional capabilities amongst older employees is an important social policy task.

As far as the need to help workers adapt to technological change through basic and advanced training is concerned, these recommendations propose various training measures and make proposals as to how due allowance can be made for changes in the learning capacities of the elderly and how training programmes can be suitably adapted to the learning needs of the elderly (Federal Confederation of German Employers' Associations, 1980).

Attention is drawn to the fact that "companies have the opportunity of using suitable training measures to enhance the use of the elderly within the company. In this way they reduce the danger that the elderly lose contact with technical developments and are possibly transferred to a less valid job. In many cases, training may even be the starting point for the elderly person's further career promotion" (ibid., p. 41).

In conclusion, the current positions of political and social organisations relate primarily to questions and problems of the post-employment phase of life. Statements concentrate largely on the possibilities and opportunities of new activities in the post-employment phase, participation in social and political life following retirement from gainful employment, and less on the specific needs of older workers. For example, in the statement on advance training drawn up by the Federal Minister for Education and Science in spring 1985, under item 2.c. (Overlapping task of further education), which is explicitly addressed to the elderly, it is stated:

- ... advance education facilities should help the elderly prepare themselves for a full and active life in their post-employment phase. Statistically speaking, an employed worker who today reaches retirement age has on average of 19 years of life still before him. Many people wish to continue being active, creative and, in particular, not alone. Further training facilities available even during the person's working life can help people to lead a full life during their retirement and participate actively in social and political life; they can also provide direction and stimulus for informal learning (BMBW, 1985).

3. RULES, REGULATIONS, LAWS OR ACTS

Statutory provisions, agreements, and administrative regulations relating to the promotion of ocLcupational advanced training and retraining include "older workers" or "the elderly" in their scope,[3] e.g. further training/adult education acts and training leave acts of the Federal States; further training ordinances; guide-lines for the public service, for officials; collective agreement regulations for further training, etc. It should be noted here that the Employment Promotion Act of 25 June 1969 (Bundesgesetzblatt BGBl I, p. 582) in its most recently amended version of 6 January 1987 (BGBl I, p. 89) promotes measures in the field of social and economic policy aimed at achieving and maintaining a higher level of employment, constantly improving the employment structure and in this way promoting the growth of the economy (Article 1). The provisions and promotional facilities offered by this Act naturally also apply to older workers; moreover, this population group is especially referred to in certain individual provisions. For example, in para. 2 it is stated that: measures under this Act should in particular contribute to "... 6. the occupational integration of older and other workers whose situation has been made difficult by the current labourL market problems." In this context, reference is made, inter alia, to the promotion of vocational training: Article 43, para. 1 of the Employment Promotion Act, states that it is necessary to promote participation in continuing training programmes aimed in particular at " ... 6. the reintegration into occupational life of the older jobseeker"

The implementation of these provisions has been entrusted to the Federal Office of Labour. It is responsible for the expenditure directly incurred for advanced training - training course costs, expenditure on educational materials, travel costs, expenditure on working clothes, etc. (Article 45 of the Employment Promotion Act), and in the case of full-time education, guarantees the participant a subsistence allowance.

In an official directive of 25 February 1986, issued in the form of a circular by the Federal Office of Labour on the subject of the individual promotion of advanced vocational training and retraining, (Code Ib2 - 5530/5531), application instructions were given, within the framework of an action programme entitled "Vocational training and the employment situation", which also applied specifically to older workers (ANBA, No. 4 of 28 April 1986).

An additional programme instituted by the Federal Office of Labour which, within the framework of the Employment Promotion Act, is devoted to promoting employment amongst specific population groups, including older workers. (ABM - Directive of 13 December 1984 - ANBA 1985, p. 71.) Preference is given among the population

---

3 There are no regulations specifically aimed at older workers or exclusively addressing the needs of this population group.

group at which this programme is aimed to "the unemployed who are difficult to place" (Article 3) and also specific mention is made of the severely handicapped and young unemployed persons without vocational training and in particular unemployed persons who "...2. are at least 50 years of age (Article 3)".

Another Act which should be mentioned in this context is the Works Council Constitution Act. This Act requires the Works Council to promote the employment of older workers within the undertaking. Within the framework of vocational training promotion, this also requires that the Works Council make due allowance for the needs of the older workers with respect to their participation in in-plant and external vocational training activities.

Statistics on the use made of these provisions by older workers are not available. Various statistics and questionnaire surveys on participation in advanced training programmes show, however, that attitudes towards further training are largely dependent on age. Apart from basic training, age is the most important factor influencing participation in further training facilities. For example, in a sample population survey dating from 1985 which covered all persons who had taken part in further vocational training programmes over the previous five years, it was found that the main reason given for non-participation was "at my age, it is no longer worthwhile". This survey also provides evidence that younger persons participate more often in further training activities than older persons. The age-specific participation rate for 1985 ran at a level of 32 per cent for 19-35 age group, 25 per cent for 35-50 age group and 14 per cent for 50-65 age group (BMBW, 1987).

Data for the Federal States where workers have a statutory entitlement to training leave, also confirms that older workers make only limited use of their entitlement.

Only in activities run by the People's High Schools is there a greater representation of the elderly. Here, however, we are dealing quite predominantly with women (who are either not employed or are no longer employed) and non-occupationally related further education. The subjects taught by the People's High Schools which are of particular interest to the elderly are: artistic and health education subjects, regional and local history and geography, and social policy problems.

4. TRAINING PROGRAMMES AND PILOT PROJECTS

In the field of further education and related areas, the German Federal Government is promoting the development and testing of further training facilities for the elderly especially in the transition phase from employment to retirement and for the post-employment phase of life in general. In the statements made by the Federal Minister for Education and Science on the subject of further education, it is indicated that: "an increasing number of elderly people are leaving occupational life without, at the same time, wishing to enter into retirement". This group maintains an unchanged need for activity, creativity and communication. These desires should be met by additional further training facilities which start to prepare people, whilst they are still working, to continue living a full life even during retirement and take an active part in social and political life". Among the facilities to be offered, special mention is made of:

- assistance in the preparation for old age, in particular amongst persons in the less privileged social strata and for women with no occupational activity;

- the development of facilities which bring together the elderly and younger people and which promote understanding between the different generations.

Among the model trials and pilot projects which have, in recent years, been initiated and promoted by the Federal Ministry for Education and Science, the Federal Ministry for Youth, Women, Family Affairs and Health and other Federal Ministries, and which have resulted in the provision of long-term facilities, special mention should be made of further studies for senior citizens. During the period 1980-85 at the University of Dortmund, a further study programme for senior citizens (lower age limit of 50 years of age) for preparing and training people for post-employment voluntary activities, was developed and tested as part of a model trial. The object of the study programme was to train people as leaders, counsellors, multipliers or discussion partners for groups of elderly persons to whom it was intended to provide specialist knowledge in the field of music, culture, science or other areas. This study programme has now become a regular part of the programme of the University of Dortmund.

In the meantime, a number of other universities in the Federal Republic of Germany have also instituted special study facilities for the elderly. In 1985, 25 universities got together to form a Federal Working Group to deal with the subject of senior citizen studies. Mention should be made here of the University of Marburg and its multi-disciplinary senior citizen study programmes, the Universities of Oldenburg and Kassel which, in collaboration with the People's High School are offering further study facilities for the elderly, and the University of Frankfurt which, in 1982 founded the "Third-Age University". The Universities of Saarbrucken, Freiburg, Giessen, Munster and Berlin also offer special facilities for the elderly.

A large number of further training institutions, senior citizens' organisations, churches, companies, economic associations, chambers and societies offer activities to prepare people for the post-employment phase of life. A number of the facilities in question have been compiled in a study in which an indication is given of the contents, objectives, participants, etc. This study was promoted by the Federal Minister for Education and Science and carried out by the Working Group for Empirical Education Research (Marggraf/Nuissl /Paatsch, 1986; Marggraf, 1987). In this context, special mention should be made of the Bad Boll Evangelical Academy, the Catholic Employees' Movement, the German Red Cross and such companies as the Deutsche Shell-AG, BASF, Bayer Leverkusen, BMW Munich and the German Federal Post, Telegraph and Telecommunications.

The "Between Employment and Retirement" (Zwischen Arbeit and Ruhestand - ZWAR) project is linked to the University of Dortmund and is aimed at workers who are in the transitional phase between occupational activity and retirement. The project's objective is to establish basic (self-help) groups which come together for activities which they decide upon themselves and which they develop on the basis of their own interests and needs. In 1985 there were 15 of these basic groups: 75 subgroups and nine umbrella groups with a large number of participants. The group activities are carried out continuously and have subsequently become long-term institutions.

A model programme instituted by the Federal Ministry for Education and Science entitled "The further education of the elderly", which was carried out during the period 1977-81 and which was devoted to the specific problems of the socially under-privileged elderly, has also given rise to long-term activities in a number of towns in the Federal Republic of Germany, including Hamburg, Hannover, Marburg and Regensburg (Knopf, 1987).

The media-linked project "Active in retirement", carried out during the period 1978-81, by further training and senior citizen employment institutions, in co-operation with television, also proved to be the starting point and the initiator of a number of long-term facilities for the elderly. The general objective of these facilities was to raise the activity level of the elderly. A number of film sequences have been and are still being developed including extensive accompanying discussion materials which are being made available to interested institutions for their work with the elderly (Adolf-Grimme-Institut, Growing Old in a Different Way, Media and Information for the Education of the Elderly, 1986).

Another model programme which was specifically targeted to under-privileged population groups was carried out between 1985-87 by he German Evangelical Working Group for Adult Education. The objective of this project "Life after Employment" was the exemplary development and testing of training measures to prepare people for post-employment activity. The aim here was to address groups of elderly workers and their partners (starting at age 55), who, for various reasons had previously had little or no participation in further education facilities, e.g. industrial workers, unskilled workers, semi-skilled workers, shift workers, female workers.

Attention should also be drawn here to the Senior Expert Service which was founded in 1983 by the Federal Ministry for Economic Co-operation and the German Chamber of Industry and Commerce. The Senior Expert Service initiates, supports and co-ordinates the employment of retired specialists in developing countries. For example, support is given to projects for small and medium-sized industries

with the objective of improving their profitability, creating jobs and achieving self-reliance by means of basic and further training.

The senior experts (there are currently around 1,800 persons of all occupations ranging age from 55-75) make their professional knowledge and experience available free-of-charge and only their out-of-pocket expenditures are reimbursed. The prerequisites for the employment of senior experts are specialist knowledge, financial independence, knowledge of foreign languages, experience in work abroad, good health and readiness to adapt to the conditions in the host country. In spite of the relatively high qualifications required of candidates, interest in collaboration with SES has risen significantly in recent years (in 1986, SES had 3,000 applications from potential senior experts).

Numerous long-term activities have resulted from the projects mentioned above. The main emphasis has been on facilities which relate in general to the transitional phase from occupational activity to retirement and the post-employment phase of life.

We do not know of any employment promotion programmes which are exclusively aimed at the elderly. In general, job-related programmes are aimed at workers as a whole and only in specific cases to particular under-priviledged population groups, e.g. the long-term unemployed, which also includes the elderly. However, there is not much data available on the use made of these measures, which could be used in a prospective manner.

To summarise, it may be said that in the field of further education, a large number of social organisations devote efforts to the interests and needs of the elderly. As far as the content of these facilities is concerned, the main emphasis is on the requirements of the post-employment phase of life. They aim to arouse, maintain or expand interests and offer assistance in coping with the difficulties encountered by the elderly.

On the other hand, hardly any facilities exist which aim at the employment of older workers. Where an approach to this population group is to be seen, then it is more in the manner of early retirement from gainful employment and less in the direction of maintaining people as long as possible in occupational activity. Only within the framework of the Employment Promotion Programme operated by the Federal Office of Labour is an approach made to older workers through vocational retraining and advanced training activities. Moreover, in this context, it has been found that targeted further vocational training activities of this type can be applied to the elderly as well and are particularly effective in reducing the level of unemployment (Hofbauer/Dadzio, 1984).

SUMMARY

Population trends in the Federal Republic of Germany up until the early 1970s were characterised by an enormous population growth. Thereafter, a fall back occurred in the German population, which - until the early 1980s - was just about compensated by a surplus of foreign immigration which, according to current forecasts will continue over the long-term with an increasing trend. This population trend is accompanied by an enormous change in the age structure of the population: a fall in the number of births and lower mortality mean that we have a falling proportion of younger age groups together with a constantly rising proportion of older age groups.

About 28 per cent of the German population is 55 years or older. Up to the year 2030 this figure will be about 44 per cent. This is and will remain the maximum compared with other industrialised countries.

In 1985, the employment rate amongst men in the age of 55 to 60 year old age group was 97.1 per cent; this was significantly higher than in the 60 to 65 year old age group which was only 10.9 per cent.

Moreover, for many years now, there has been a significant fall-off in employment amongst older men. For example, between 1970 and 1985, the employment rate amongst men between the ages of 55 and 60 years fell from 89.1 to 79.1 per cent; the employment rate amongst men between the ages of 60 and 65 years fell even more markedly from 74.7 to 33 per cent. The employment rate of women between the ages of 60 and 65 years has also fallen, in this case from 22.5 to 11 per cent.

Since 1984, several acts and agreements facilitate the transition from employment to retirement. The results of all these provisions has been that the average age of first pension payment is currently between the ages of 57 and 58 years, and continuing employment beyond 60 years of age occurs in only a minority of cases. According to the results of a representative questionnaire survey carried out in 1984, only 18 per cent of men and women between the ages 60 and 64 years were still in employment.

Training policy

There are no statements of policies by the Government, the parties, associations or other social organisations dealing with the further training of older workers in particular. Those statements that do exist usually relate to employees as a whole and cover all age groups; or they are devoted to the situation of the elderly as a whole and are aimed more at the post-employment phase of life or for preparing people for participation in social, cultural, and political life. For example, the governmentally-funded pilot projects in the field of studies for seniors at some universities.

The Employment Promotion Act of 25 June 1969 in its most recently amended version of 1987 applies to older workers for their occupational integration which may be difficult with the cur

rent labour market problems. It is stated that it is necessary to promote participation in continuing training programmes aimed in particular at the reintegration into occupational life of older jobseekers.

Figures as to the use made of these provision by older workers are not available. Various statistics and questionnaire surveys on participation in advanced training programmes have, however, given evidence that attitudes towards further training are largely dependent on age. The main reason for non-participation was "at my age, it is no longer worthwhile". The age-specific participation rate (from a survey carried out in 1985) ran at a level of 32 per cent for 19 to 35 age group, of 25 per cent for 35 to 50 age group and at 14 per cent for 50 to 65 age group.

Training programmes

In the field of further education for the time after retirement or at retirement there are many offers at all levels and on all subjects older people can be interested in.

Among those special mention should be made of "Further Studies for Seniors" at the University of Dortmund for preparing and training people for post-employment voluntary activities as leaders, counsellors, multipliers or discussion partners for groups of elderly persons. In the meantime some 30 universities are engaged in dealing with the subject of senior citizen studies.

Another model is a media-linked project entitled "Active in Retirement" (Growing Old in a Different Way) which was operated by the Adolf-Grimme-Institut in co-operation with the television.

Other projects are specifically targeted at under-privileged population groups who, for various reasons had previously had little or no participation in further education or training facilities.

The Senior Expert Service of Germany was founded in 1983 to initiate and co-ordinate the voluntary employment of retired specialists in developing countries. In 1986, the service had 3,000 applications from potential senior experts.

Numerous activities have resulted from the projects mentioned above which relate in general, to the transitional phase from occupational activity to retirement and the post-employment promotion programmes which are specially and/or exclusively aimed at training the elderly.

There is only a special activity comprising elements of senior service for the job training, and some job placement: Practitioner's Transfer in Berlin. Unemployed experts or managers between the ages of 50 or over are being trained during 25 full-time weeks on subjects with which small and middle-sized companies have to deal in their foundation period. Companies who hire those people will get a wage subsidy for up to five years beginning with over 70 per cent and later on less.

Details are recently available in three fundamental surveys by Judith Marggraf, et al. (1986 and 1987) and Gerhard Naegele et al. (1987).

LIST OF CONTACTS

BUNDESINSTITUT FÜR BERUFSBILDUNG
Fehrbelliner Platz 3
1000 BERLIN 31

DEUTSCHES ZENTRUM FÜR ALTERSFRAGEN e.V.
Manfred-von-Richthofen-Strasse 2
1000 BERLIN 42

PROJEKT "ZWISCHEN ARBEIT UND RUHESTAND" (ZWAR)
Universität Dortmund
Emil-Figgestrasse 50
4600 DORTMUND 50

ARBEITSGRUPPE FÜR EMPIRISCHE BILDUNGSFORSCHUNG e.V. (AfeB)
Wederstrasse 38
6900 HEIDELBERG

INSTITUT FÜR SOZIALFORSCHUNG UND GESELLSCHAFTSPOLITIK
Barbarossaplatz 2
5000 KÖLN 1

KURATORIUM DEUTSCHE ALTERSHILFE
Wilhelmine-Lübke-Stiftung e.V.
An der Pauluskirche 3
5000 KÖLN 1

INSTITUT FÜR ARBEITSMARKT- UND BERUFSFORSCHUNG DER
BUNDESANSTALT FÜR ARBEIT
Regensburger Strasse 104
8500 NÜRNBERG 30

BIBLIOGRAPHY

Anonymous. "Engagement nach der Pension: Service-Manager für die Dritte Welt", in *Der Leitende Angestellte* (Hamm), 34 (9), 1984, pp. 18-21.

Backes, G.; Schmachtenberg, W. "Schichten-und Geschlechtsspezifische Aspekte der Vorbereitung auf Alter und Ruhestand", in *Schriftenreihe des Bundeministers für Jugend, Familie und Gesundheit* (Bonn), 1981, vol. 125, p. 208.

Bayerisches Staatsministerium für Arbeit und Sozialordnung (ed.).Aeltere Mitarbeiter im Betrieb. Fakten-Tendenzen-Empfehlungen. Munich, 1986.

Buchberger E. "Vorbereitung auf den Lebensabend", in *Soziale Arbeit*, 5 , 1983, pp. 209-213.

Bundesanstalt für Arbeit (ed.). *Der ältere Arbeitnehmer, Risiko oder Chance?,* eine Informationsschrift (Nuremberg O.J.).

Bundesanstalt für Arbeit (ed.). *Amtliche Nachrichten der Bundesanstalt für Arbeit* (ANBA). Nuremberg, 1986 (4).

Bundeminister für Arbeit und Sozialordnung (ed.). *Arbeitnehmer in der Spätphase ihrer Erwerbstätigkeit.* Forschungsbericht 91, Cologne, 1983.

Bundesminister für Bildung und Wissenschaft (ed.). *Grundlagen und Perspektiven für Bildung und Wissenschaft.* Heft 8, Bonn, 1985.

Bundesminister für Bildung und Wissenschaft (ed.). "Berichtssystem Weiterbildungsverhalten 1985", in *Bildung und Wissenschaft Aktuell* (Bonn), 1987, 7/1987.

Bundesministerum für Jugend, Familie, Frauen und Gesundheit (ed). *Vierter Familienbericht. Die Situation des älteren Menschen in der Familie.* Bonn, 1986.

Bundesvereinigung der Deutschen Arbeitgeberverbände (ed.). *Ältere Mitarbeiter. Praktische Arbeitshilfe für die Betriebe.* Cologne, 1980.

Deutsches Institut für Wirtschaftsforschung (DIW). "Längerfristige Perspektiven der Bevölkerungsentwicklung in der Bundesrepublik Deutschland", in *Wochenbericht*, 51, 1984, 24.

Deutsches Zentrum für Altersfragen (ed.). *Gesellschaftliche Integration, soziale Interaktion, materielle und immaterielle Ressourcen: Aspekte der Situation älteren Menschen in der Bundesrepublik Deutschland*. Berlin, 1987.

---. *Die ergraute Gesellschaft.* Berlin, 1987.

Deutsches Zentrum für Altersfragen (ed.). *Umsetzung des Internationalen Aktionsplans von Wien in praktische Politik in der Bundesrepublik Deutschland*, Dokumentation eines Workshops des Bundesministeriums für Jugend, Familie und Gesundheit vom Oktober 1984. Berlin, 1985.

Deutscher Bundestag. *Lebenssituation und Zukunftsperspektiven älterer Menschen,* Drucksache 10/27/84 vom 23.01.85, Bonn, 1985.

Deutscher Bundestag. *Bericht über die Bevölkerungsentwicklung in der Bundesrepublik Deutschland - Auswirkungen auf die verschiedenen Bereiche von Staat und Gesellschaft.* Drucksache 10/863 vom 05.01.84, Bonn, 1984.

Dieck, M. et. al. (eds.). *Freigetzte Arbeitnehmer im 6. Lebensjahrzehnt - eine neue Ruhestandsgeneration?* Berlin, 1985.

Diekershoff, S. , et. al. "Empfehlungen zur Gestaltung von Bildungsangeboten für Frauen, ein Diskussionsvorschlag auf der Basis gegenwärtiger Weiterbildungspraxis", in *Schriftenreihe des Bundesministers für Jugend, Familie und Gesundheit* (Bonn), 1982, vol. 128, p. 322.

Dohse, K. et. al. (eds.). *Ältere Arbeitnehmer zwischen Unternehmensinteressen und Sozialpolitik*. Frankfurt/New York, 1982.

Enders-Dragaesser, U. "Neuorientierung von Frauen in der Lebensmitte, ein Leitfaden fuer Weiterbildungsprojekte", *Schriftenreihe des Bundesministers für Jugend, Familie und Gesundheit* (Bonn), 1986..

Engelbrech, G. "Zur Selbsteinschätzung der beruflichen Leistungsfähigkeit älterer Arbeitnehmer", in *Mitteilungen aus der Arbeitsmarkt - und Berufsforschung* (Vol. 1), No. 18, 1985.

Friedmann, P.; Weimers, S. *Arbeitnehmer zwischen Erwerbstätigkeit und Ruhestand. Zu den Auswirkungen der flexiblen Altersgrenze auf die Arbeit und Lebensbedingungen älterer Arbeitnehmer*. Frankfurt/New York, 1982.

Friedrich, W.; Maier, R. *Bedingungen erfolgreicher beruflicher Qualifizierung älterer Albeitnehmer im Betrieb,* Forschungsbericht HA 84-050 Humanisierung des Arbeitslebens. Cologne, 1984.

Fritz, G. "Grey-haired Consultants. Will Germany have a Corps of Senior Executives?" in *Development and Cooperation*, 1, 1983, pp. 7-8.

Hofbauer, H.; Dadzio, W. "Berufliche Weiterbildung für Arbeitslose", in *Mitteilungen aus der Arbeitsmarkt - und Berufsforschung* (Vol. 2), No. 17, 1984.

Institut für Arbeitsmarkt und Berufsforschung (ed.). *Arbeitszeit und flexible Altersgrenze*, Beiträge zur Arbeitsmarkt-und Berufsforschung, 75. Nuremberg, 1986.

Knopf, D. *Verstehen, Anknüpfen, Entwickeln: Animatorische Bildungsarbeit mit sozial - und bildungsbenachteiligten älteren Menschen*. Deutsches Zentrum für Altersfragen, Berlin, 1987.

Kohli, M.; Wolf, J. "Altersgrenzen im Schnittpunkt von betrieblichen Interessen und individueller Lebensplanung", in *Soziale Welt (*Vol. 1), 1987.

Kühlewind, G. "Beschäftigung und Ausgliederung älterer Arbeitnehmer. Empirische Befunde zu Erwerbsbeteiligung, Rentenübergang, Vorruhestandsregelung und Arbeitslosigkeit", in *Mitteilungen aus der Arbeitsmarkt - und Berufsforschung* (Stuttgart), 1986, vol. 2, No. 19, pp. 209-232.

Marggraf, J. et. al. *Weiterbildung zur Vorbereitung auf Alter und Ruhestand.* Heidelberg, 1986.

Marggraf, J. (ed.). *Wie kann Weiterbildung auf das Alter vorbereiten? Bildungspolitische Aspekte und pädagogische Ansätze der Bildungsarbeit mit Erwachsenen*, Bericht über eine Tagung der AfeB am 17./18. 22, 1986 in der Pfalzakademie Lambrecht. Arbeitsgruppe für empirische Bildungsforschung. Heidelberg, 1987.

O. Naegele, G. (ed.) *Massnahmen zur Bewältigung der Frühverrentung.* Kuratorium Deutsche Altershilfe, Cologne, 1987.

Quint, R.; Sprinkart, K.P. *Ein Kursbuch zur Altenclubarbeit. Paedagogische Arbeit mit Senioren*, Bayerisches Staatsministerium für Arbeit und Sozialordnung. Muenchen, 1986.

Schmitz-Scherzer, R. et. al. *Vorbereitung auf das Alter?,* Bundesministerium für Jugend, Familie und Gesundheit, Vol. 51. Bonn, 1977.

Statistisches Bundesamt (ed.). *Statistisches Jahrbuch 1980 für die Bundesrepublik Deutschland*. Wiesbaden, 1980.

---. *Statistisches Jahrbuch 1985 für die Bundesrepublik Deutschland*. Wiesbaden, 1985.

ubw Unternehmensberatung für die Wirtschaft GmbH, Bereich Weiterbildung Berlin. *Praktiker-Transfer. Die Chance für stellungslose Fach und Führungskräfte ab 50 Jahre*, Seminar von 15 Wochen Dauer. A seminar conducted by ubw Unternehmensberatung fuer die Wirtschaft GmbH. Bereich Weiterbildung, Landgrafenstrasse 16, D-100 Berlin 30.

Weinert, Franz E. *Lebenslanges Lernen, die Entwicklung des Lernens im Verlauf des menschlichen Lebens*, Report for the symposium "Lernen im Lebenslauf" at the annual assembly of the Max-Planck-Society in Hamburg, 1987..